

Message Text

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DRAFTED BY M:FSPOTTS:GLS

APPROVED BY M - MR. EAGLEBURGER

S/S- MR. ORTIZ

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TO USDEL SECRETARY AIRCRAFT IMMEDIATE

INFO USDEL SECRETARY IMMEDIATE

S E C R E T STATE 110059 TOSEC 110794

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CHEROKEE FOR THE SECRETARY FROM EAGLEBURGER

E.O. 11652: GDS

TAGS: OVIP (KISSINGER, HENRY A.), OGEN

SUBJECT: PRESIDENTIAL LETTER TO AMBASSADORS

- - -

1. IN ADDITION TO THE SUGGESTIONS I HAVE ALREADY MADE FOR IMPROVING THE CAREER SERVICE, ANOTHER STEP YOU MIGHT WANT TO CONSIDER WOULD BE TO SEEK WHITE HOUSE APPROVAL FOR A PRESIDENTIAL LETTER TO AMBASSADORS REITERATING THEIR AUTHORITY OVER ALL US GOVERNMENT EMPLOYEES IN THEIR COUNTRY OF ASSIGNMENT.

2. I MAKE THIS SUGGESTION FOR SEVERAL REASONS. WHILE SUCH A LETTER IS NOT ABSOLUTELY NECESSARY, SINCE CHIEFS OF MISSION IN REALITY HAVE ALL THE AUTHORITY THEY NEED, NOT MANY AMBASSADORS HAVE THE ABILITY OR AWARENESS TO USE IT EFFECTIVELY. THE TRANSMISSION OF SUCH A LETTER WOULD ALSO IMPLEMENT A PROVISION OF THE DEPARTMENT'S FY 1975 AUTHORIZATION ACT WHICH STATED THAT AMBASSADORS "SHALL HAVE FULL RESPONSIBILITY FOR THE DIRECTION, COORDINATION AND SUPERVISION OF ALL UNITED STATES GOVERNMENT OFFICERS
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AND EMPLOYEES." ALTHOUGH THE TEXT OF THIS AMENDMENT WAS TRANSMITTED TO ALL AMBASSADORS AND IS A PART OF THE REGULAR BRIEFING MATERIAL OF EACH NEW MISSION CHIEF, THE FINAL REPORT OF THE SENATE SELECT COMMITTEE ON

INTELLIGENCE ACTIVITIES STRONGLY CRITICIZED THE EXECUTIVE BRANCH'S FAILURE TO ISSUE ANY IMPLEMENTING "REGULATIONS OR OTHER INSTRUCTIONS" IN RESPONSE TO THE ACT. THE REPORT RECOMMENDS THIS DEPARTMENT, THE NSC AND CIA SHOULD ISSUE SUCH INSTRUCTIONS. MOREOVER, A PRESIDENTIAL LETTER WOULD BE WELCOMED BY THE FOREIGN SERVICE AS A RESTATEMENT OF AMBASSADORIAL AUTHORITY, IN THAT WAY REINFORCING AND BRINGING UP-TO-DATE THE LETTERS ON THIS SUBJECT BY PRESIDENT KENNEDY AND PRESIDENT NIXON. SUCH A LETTER WOULD, FINALLY, COMPLEMENT A PROPOSAL WHICH WE RECENTLY PUT TO OMB TO AMEND THE FOREIGN SERVICE ACT TO GIVE OUR INSPECTORS CLEARER AUTHORITY OVER OTHER AGENCIES IN THE FIELD.

3. THERE HAVE BEEN IN THE WHITE HOUSE SINCE NOVEMBER 1974 TWO PROPOSED PRESIDENTIAL LETTERS WHICH WERE INTENDED AS A RESPONSE TO THE PROVISION OF THE FY 1975 AUTHORIZATION ACT. ONE LETTER, TO AMBASSADORS, WOULD RESTATE A CHIEF OF MISSION'S AUTHORITY AND WOULD MAKE EXPLICIT HIS RIGHT TO REVIEW THE COMMUNICATIONS OF OTHER AGENCIES TO AND FROM AN EMBASSY. THE LETTER WOULD ALSO CLARIFY AN AMBASSADOR'S AUTHORITY OVER DEFENSE DEPARTMENT PERSONNEL. THE SECOND LETTER IS ONE FROM THE PRESIDENT TO THE HEADS OF ALL AGENCIES WITH OVERSEAS PERSONNEL STATING THE PRINCIPLE OF AMBASSADORIAL AUTHORITY. THESE LETTERS HAVE NEVER BEEN APPROVED IN THE WHITE HOUSE FOR LACK OF CONCURRENCE BY CERTAIN OTHER AGENCIES.

4. I REALIZE THIS IS LATE IN AN ADMINISTRATION TO PRESS FOR SUCH A PROPOSAL. BUT A LETTER WOULD STRENGTHEN THE TRADITION OF AMBASSADORIAL AUTHORITY BEGUN IN 1960, AND IT WOULD BE RECOGNIZED AND VALUED AS SUCH BY THE FOREIGN SERVICE. I THEREFORE RECOMMEND YOU RAISE THIS ISSUE WITH SCOWCROFT UPON YOUR RETURN.

5. THE TEXT OF THE TWO LETTERS FOLLOWS:

A. LETTER TO AMBASSADORS:

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BEGIN TEXT

DEAR MR. (MADAM) AMBASSADOR:

THIS IS A SPECIAL MOMENT TO BE AN AMERICAN AND TO REPRESENT AMERICA ABROAD. THE LAST DECADE HAS BEEN ONE OF TURMOIL AND NATIONAL TRAGEDY. BUT THE STRENGTH OF AMERICA--OUR VITALITY, OUR INSTITUTIONS, OUR SENSE OF PURPOSE--IS NOW MORE EVIDENT THAN EVER BEFORE. WE CAN PROCEED WITH NEW HOPE AND NEW CONFIDENCE IN OURSELVES FOR WE FACE A UNIQUE OPPORTUNITY TO FOSTER A WORLD DOMINATED NOT BY CONFRONTATION, BUT BY A CONSCIOUSNESS OF PEACE.

OUR AMBASSADORS HAVE BEEN AN ESSENTIAL INSTRUMENT OF OUR DIPLOMACY IN TIMES OF CRISIS AND NOW THEY WILL BE THE ESSENTIAL INSTRUMENT IN OUR SINCERE SEARCH FOR PEACE. YOU AND YOUR COLLEAGUES ARE AT THE FOREFRONT OF OUR DIPLOMATIC EFFORTS. YOUR TASK IS TO LEAD A UNITED STATES MISSION CAPABLE OF CONVEYING AND IMPLEMENTING AMERICAN POLICIES--SO THAT OUR ALLIES ARE CONVINCED THAT WE REMAIN TRUE TO OUR PURPOSE AND ANY POTENTIAL ADVERSARIES ARE AWARE AMERICA REMAINS FLEXIBLE AND STRONG.

TO ASSIST ME IN DISCHARGING MY CONSTITUTIONAL RESPONSIBILITIES FOR THE CONDUCT OF OUR FOREIGN RELATIONS, I WANT YOU TO HAVE THE STRONGEST MANDATE POSSIBLE UNDER THE LAW AS CHIEF OF THE UNITED STATES DIPLOMATIC MISSION TO (POST). YOUR JURISDICTION EXTENDS TO ALL UNITED STATES GOVERNMENT ACTIVITIES AND PERSONNEL IN YOUR COUNTRY OF ACCREDITATION, EXCEPT FOR DEFENSE DEPARTMENT PERSONNEL OPERATING EXCLUSIVELY UNDER COMBATANT MILITARY COMMANDS AND PERSONNEL ASSIGNED TO A UNITED STATES MISSION ACCREDITED TO AN INTERNATIONAL ORGANIZATION. THE JURISDICTION OF MISSION CHIEFS ACCREDITED TO INTERNATIONAL ORGANIZATIONS EXTENDS TO ACTIVITIES AND PERSONNEL SPECIFICALLY ASSIGNED OR DETAILED TO THOSE MISSIONS. I LOOK TO YOU TO DIRECT, COORDINATE AND SUPERVISE THE FULL RANGE OF PROGRAMS AND ACTIVITIES WHICH OUR GOVERNMENT OPERATES IN YOUR JURISDICTION AND THEREFORE UNDER THE AUTHORITY OF YOUR MISSION. YOU MUST PROVIDE POSITIVE PROGRAM DIRECTION,
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ASSURING THAT ALL UNITED STATES GOVERNMENT ACTIVITIES REFLECT CURRENT POLICIES, ARE EFFECTIVELY INTEGRATED, AND ARE ECONOMICALLY ADMINISTERED, SO AS TO ADVANCE BOTH OUR BILATERAL RELATIONS AND OUR REGIONAL AND GLOBAL OBJECTIVES.

AS MY PERSONAL REPRESENTATIVE, YOU HAVE FULL AUTHORITY OVER THE PERSONNEL ASSIGNED TO YOUR JURISDICTION BY ANY UNITED STATES GOVERNMENT AGENCY. THESE PERSONNEL MUST OBSERVE THE HIGHEST STANDARDS OF PROFESSIONAL AND PERSONAL CONDUCT. YOU ARE EXPECTED TO TAKE THE ACTION REQUIRED TO ENSURE THAT THESE STANDARDS ARE MAINTAINED. ALL THESE PERSONNEL SHOULD BE MADE AWARE OF YOUR AUTHORITY AND RESPONSIBILITIES. IT IS THEIR DUTY TO KEEP YOU THOROUGHLY INFORMED ON THEIR ACTIVITIES SO YOU MAY EFFECTIVELY COORDINATE UNITED STATES PROGRAMS AND OPERATIONS UNDER YOUR JURISDICTION AND RECOMMEND MISSION-WIDE POLICIES TO WASHINGTON. WITHOUT INTERFERING IN THEIR RIGHT TO COMMUNICATE WITH SUPERIORS IN THEIR OWN DEPARTMENTS OR AGENCIES ON MATTERS WITHIN THEIR COMPETENCE, YOU HAVE A RIGHT TO REVIEW MESSAGE TRAFFIC TO AND FROM ALL ELEMENTS UNDER THE AUTHORITY OF YOUR MISSION.

THERE MAY BE DEVELOPMENTS OR DECISIONS ON WHICH PERSONNEL UNDER THE AUTHORITY OF YOUR MISSION DISAGREE. THE SECRETARY OF STATE AND I WILL ALWAYS WELCOME THE OPPORTUNITY TO CONSIDER ALTERNATIVE COURSES OF ACTION AND POLICY PROPOSALS; WE ENCOURAGE YOU TO PUT THEM FORWARD ALONG WITH YOUR OWN RECOMMENDATIONS. POLICY GUIDANCE AND INSTRUCTIONS WILL BE SENT TO YOU FROM THE SECRETARY OF STATE OR FROM ME. I EXPECT YOU TO REPORT TO ME THROUGH CANDID COMMUNICATIONS TO THE SECRETARY OF STATE. THE SECRETARY OF STATE CONTINUES TO HAVE RESPONSIBILITY NOT ONLY FOR THE ACTIVITIES OF THE DEPARTMENT OF STATE BUT ALSO FOR THE OVERALL DIRECTION, COORDINATION AND SUPERVISION OF UNITED STATES GOVERNMENT ACTIVITIES OVERSEAS.

AS COMMANDER-IN-CHIEF, I HAVE AUTHORITY OVER UNITED STATES MILITARY FORCES OVERSEAS, WHETHER ASSIGNED TO COMBATANT COMMANDS OR REMAINING UNDER THE MILITARY SECRET

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DEPARTMENTS. APART FROM FORCES OPERATING EXCLUSIVELY UNDER COMBATANT MILITARY COMMANDS, I EXTEND TO CHIEFS OF DIPLOMATIC MISSION AUTHORITY OVER ANY DEFENSE DEPARTMENT PERSONNEL WITHIN THEIR COUNTRIES OF ACCREDITATION. THIS INCLUDES JURISDICTION OVER DEFENSE ATTACHE OFFICES, MILITARY ASSISTANCE ADVISORY GROUPS, MILITARY GROUPS AND ANY OTHER DEFENSE ACTIVITIES WHICH MAY IMPACT ON THE CONDUCT OF OUR DIPLOMATIC RELATIONS WITH HOST GOVERNMENTS.

TO CARRY OUT OUR NATIONAL POLICIES EFFECTIVELY, IT IS IMPORTANT THAT CHIEFS OF DIPLOMATIC MISSIONS AND THE CONCERNED UNITED STATES MILITARY COMBATANT COMMANDERS, AS WELL AS CHIEFS OF MISSION ACCREDITED TO INTERNATIONAL ORGANIZATIONS, MAINTAIN CLOSE RELATIONS, KEEPING EACH OTHER CURRENTLY INFORMED, AND COOPERATING ON MATTERS OF MUTUAL INTEREST. YOU SHOULD REPORT TO ME THROUGH THE SECRETARY OF STATE DIFFERENCES OF VIEW THAT CANNOT BE RESOLVED IN THE FIELD.

CUTTING THE COST OF GOVERNMENT AND RESTRAINING FEDERAL SPENDING IS OF PARTICULAR CONCERN TO ME AS WE STRIVE TO CONTROL INFLATION. THE SIZE OF OUR REPRESENTATION ABROAD MUST BE RELATED TO STRINGENT APPRAISAL OF POLICY AND PROGRAM REQUIREMENTS, AND THE NUMBER OF PERSONNEL OF ALL AGENCIES MUST BE KEPT AT THE VERY MINIMUM NECESSARY TO ACHIEVE OUR GOALS. I CONSIDER THIS TO BE ONE OF YOUR MOST IMPORTANT RESPONSIBILITIES. YOU SHOULD INFORM THE SECRETARY OF STATE WHEN YOU BELIEVE THAT THE STAFF OF ANY AGENCY OR PROGRAM IS EXCESSIVE FOR OUR NEEDS.

I HAVE NOTIFIED ALL HEADS OF DEPARTMENTS AND AGENCIES

OF THE GOVERNMENT CONCERNING THE AUTHORITY AND RESPONSIBILITIES OF CHIEFS OF AMERICAN DIPLOMATIC MISSIONS, AND I HAVE ASKED THEM TO INSTRUCT THEIR PERSONNEL IN THE FIELD ACCORDINGLY.

WE MUST REMEMBER THAT WE ARE ALL TRUSTEES OF THE FUTURE. IN THESE TIMES OF NEW HOPE AND NEW OPPORTUNITY, I ASK FOR YOUR SUPPORT. YOU HAVE MY FULL CONFIDENCE. AS AMERICA APPROACHES HER 200TH ANNIVERSARY, LET US DEMONSTRATE ONCE AGAIN THAT WE ARE A NATION OF GREAT
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VISION AND RESOURCEFULNESS AS WELL AS GREAT STRENGTH.
SINCERELY, GERALD R. FORD.

END TEXT.

B. LETTER TO AGENCY HEADS:

BEGIN TEXT

DEAR MR. SECRETARY/ADMINISTRATOR/DIRECTOR:

CHIEFS OF UNITED STATES DIPLOMATIC MISSIONS AND CERTAIN OTHER OFFICERS IN COMPARABLE POSITIONS, AS MY PERSONAL REPRESENTATIVES ABROAD, HAVE SPECIAL RESPONSIBILITIES AND AUTHORITIES FOR THE CONDUCT OF OUR INTERNATIONAL RELATIONS. I HAVE OUTLINED THEIR DUTIES AND POWERS IN A LETTER, A COPY OF WHICH I ENCLOSE.

PLEASE BRING THE ENCLOSED LETTER TO THE ATTENTION OF YOUR SUBORDINATES WHO MAY HAVE DEALINGS WITH AMBASSADORS, BE ASSIGNED TO A FOREIGN COUNTRY OR EXERCISE ANY RESPONSIBILITY FOR RELATIONS WITH OTHER GOVERNMENTS OR JURISDICTIONS. IT IS ESSENTIAL THAT THE CONCERNED PERSONNEL OF EVERY UNITED STATES GOVERNMENT AGENCY, PARTICULARLY THOSE ASSIGNED OVERSEAS, UNDERSTAND AND RESPECT THE LEADERSHIP ROLE AND THE HEAVY RESPONSIBILITIES WHICH I HAVE ASSIGNED TO UNITED STATES DIPLOMATIC MISSION CHIEFS. SINCERELY, GERALD R. FORD.

END TEXT. SISCO

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